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6 **IN THE UNITED STATES DISTRICT COURT**
7 **FOR THE DISTRICT OF ARIZONA**

8
9 Michael Anthony Gurule,

No. CV-13-00720-TUC-JAS (EJM)

10 Petitioner,

11 v.
12 **REPORT AND**
13 **RECOMMENDATION**

14
15 Craig Apker,
16 Respondent.

17 Pending before the Court is Petitioner Michael Anthony Gurule's *pro se* Petition
18 under 28 U.S.C. § 2241 for a Writ of Habeas Corpus. (Doc. 1). Petitioner alleges that the
19 Bureau of Prisons ("BOP") has failed to credit his federal sentence with time that he
spent in state custody. *Id.* Respondent filed a Return and Answer and requests that the
Court deny the Petition. (Doc. 15). Petitioner did not file a Reply.

20 As an initial matter, the Court notes that the proper respondent in an action for
21 habeas corpus is the Petitioner's custodian, who at the time this action was filed was
22 Craig Apker. *See* 28 U.S.C. § 2242; *Rumsfeld v. Padilla*, 542 U.S. 426, 435–36 (2004).
23 The Court takes judicial notice that Craig Apker is no longer warden of United States
24 Penitentiary—Tucson ("USP—Tucson"). The Court will substitute the new Warden of
25 USP—Tucson, J. T. Shartle, as Respondent pursuant to Rule 25(d) of the Federal Rules
26 of Civil Procedure.

27 Pursuant to Rules 72.1 and 72.2 of the Local Rules of Civil Procedure, this matter
28 was referred to Magistrate Judge Markovich for a Report and Recommendation. The

1 Magistrate Judge recommends that the District Court deny the Petition under 28 U.S.C. §
 2 2241 for a Writ of Habeas Corpus. (Doc. 1).

3 **I. FACTUAL AND PROCEDURAL BACKGROUND**

4 On July 14, 2010, Petitioner was transferred to the custody of the U.S. Marshals
 5 Service pursuant to a federal writ of habeas corpus ad prosequendum issued by the
 6 United States District Court for the District of Colorado. (Doc. 15 Attach. 2). At the time
 7 that the writ issued, Petitioner was being held at Weld County Jail in Greeley, Colorado.
 8 *Id.* On August 26, 2011 the District of Colorado sentenced Petitioner to 50 months
 9 imprisonment. (Doc. 15 Attach. 3)

10 Following his sentence in federal court, Petitioner was returned to Colorado state
 11 custody. On October 21, 2011 the state court in Weld County, Colorado sentenced
 12 Petitioner to 48 months in custody with credit for 549 days served, to run concurrent with
 13 his federal sentence. (Doc. 15 Attach. 4). Petitioner was released from state custody on a
 14 five-year parole sentence on October 23, 2012 and was transferred to USMS custody to
 15 begin serving his federal sentence. (Doc. 15 Attachs. 5 & 6).

16 The BOP calculated Petitioner's federal sentence as commencing on October 23,
 17 2012, the date Petitioner was taken into federal custody for service of his federal
 18 sentence. (Doc. 15 Attach. 1). The BOP determined that Petitioner had no prior custody
 19 credit to apply toward his federal sentence because the time period from August 26, 2011
 20 through October 22, 2012 was credited toward the satisfaction of his state sentence or
 21 was spent in actual service of the state sentence. (Doc. 15 Ex. A at ¶ 10). Petitioner's
 22 projected release date is June 9, 2016.¹ (Doc. 15 Attach. 1).

23 **II. ANALYSIS**

24 a. Jurisdiction

25 "Federal courts are always 'under an independent obligation to examine their own

27 ¹ The BOP Inmate Locator indicates that Petitioner's release date is June 9, 2016,
 28 but that he is not in BOP custody. The Colorado DOC Offender Search indicates that
 Petitioner is on parole and that his sentence discharge date is July 13, 2016. Thus,
 Petitioner's exact whereabouts are presently unknown.

1 jurisdiction,’ ... and a federal court may not entertain an action over which it has no
 2 jurisdiction.” *Hernandez v. Campbell*, 204 F.3d 861, 865 (9th Cir. 2000) (*quoting*
 3 *FW/PBS, Inc. v. City of Dallas*, 493 U.S. 215, 231 (1990), *overruled in part on other*
 4 *grounds by City of Littleton, Colo. v. Z.J. Gifts D-4, L.L.C.*, 541 U.S. 774 (2004)).
 5 “Generally, motions to contest the legality of a sentence must be filed under § 2255 in the
 6 sentencing court, while petitions that challenge the manner, location, or conditions of a
 7 sentence’s execution must be brought pursuant to § 2241 in the custodial court.” *Id.* at
 8 864. Therefore, a proper characterization of the petition is necessary to determine
 9 jurisdiction. *Id.*

10 Additionally, the judicial power of this and all federal courts is limited to actual
 11 cases or controversies. U.S. Const. art. III; *see also Flast v. Cohen*, 392 U.S. 83, 94-95
 12 (1968); *Munoz v. Rowland*, 104 F.3d 1096, 1097 (9th Cir. 1997). “A petition for writ of
 13 habeas corpus is moot where a petitioner’s claim for relief cannot be redressed by a
 14 favorable decision of the court issuing a writ of habeas corpus.” *Salazar-Torres v. Benov*,
 15 2014 WL 4960586 (E.D. Cal.) (*citing Burnett v. Lampert*, 432 F.3d 996, 1000–01 (9th
 16 Cir. 2005)); *see also Spencer v. Kemna*, 523 U.S. 1, 18 (1998).

17 Here, Petitioner does not claim that the sentencing court imposed an illegal
 18 sentence; rather, he seeks relief with respect to how that sentence is to be served. As
 19 such, Petitioner is challenging the manner, location or condition of the execution of his
 20 sentence. A § 2241 petition is the appropriate vehicle to challenge the BOP’s
 21 determination of presentence credit on a petitioner’s prison sentence. *Taylor v. Reno*, 164
 22 F.3d 440, 442 (9th Cir. 1998). At the time of filing the Petition, Petitioner was
 23 incarcerated at USP—Tucson in Arizona. Accordingly, this Court has jurisdiction over
 24 this matter. *Francis v. Rison*, 894 F.2d 353 (9th Cir. 1990).

25 b. Exhaustion

26 i. In General

27 As a prudential matter, courts require that habeas petitioners exhaust all available
 28 judicial and administrative remedies before seeking relief under § 2241. *Ward v. Chavez*,

1 678 F.3d 1042, 1045 (9th Cir. 2012). “The requirement that federal prisoners exhaust
 2 administrative remedies before filing a habeas corpus petition was judicially created; it is
 3 not a statutory requirement.” *Brown v. Rison*, 895 F.2d 533, 535 (9th Cir. 1990),
 4 *overruled on other grounds by Reno v. Koray*, 515 U.S. 50, 54–55 (1995). “Nevertheless,
 5 ‘[p]rudential limits like jurisdictional limits and limits on venue, are ordinarily not
 6 optional.’” *Puga v. Chertoff*, 488 F.3d 812, 815 (9th Cir. 2007) (alterations in original)
 7 (*quoting Castro-Cortez v. INS*, 239 F.3d 1037, 1047 (9th Cir. 2001), *abrogated on other*
 8 *grounds by Fernandez-Vargas v. Gonzales*, 548 U.S. 30 (2006)).

9 Courts may require prudential exhaustion if “(1) agency
 10 expertise makes agency consideration necessary to generate a proper record and reach a proper decision; (2) relaxation of
 11 the requirement would encourage the deliberate bypass of the administrative scheme; and (3) administrative review is likely
 12 to allow the agency to correct its own mistakes and to preclude the need for judicial review.”

13 *Id.* (*quoting Noriega-Lopez v. Ashcroft*, 335 F.3d 874, 881 (9th Cir. 2003)).

14 “When a petitioner does not exhaust administrative remedies, a district court
 15 ordinarily should either dismiss the petition without prejudice or stay the proceedings
 16 until the petitioner has exhausted remedies, unless exhaustion is excused.” *Leonardo v. Crawford*, 646 F.3d 1157, 1160 (9th Cir. 2011) (citations omitted). Exhaustion may be
 17 excused if pursuing an administrative remedy would be futile. *Fraley v. United States Bureau of Prisons*, 1 F.3d 924, 925 (9th Cir. 1993).

18 If a prisoner is unable to obtain an administrative remedy because of his failure to
 19 appeal in a timely manner, then the petitioner has procedurally defaulted his habeas
 20 corpus claim. *See Nigro v. Sullivan*, 40 F.3d 990, 997 (9th Cir. 1994) (*citing Francis, Francis v. Rison*, 894 F.2d 353, 354 (9th Cir. 1990)); *Martinez v. Roberts*, 804 F.2d 570, 571 (9th Cir. 1986). If a claim is procedurally defaulted, the court may require the
 21 petitioner to demonstrate cause for the procedural default and actual prejudice from the
 22 alleged constitutional violation. *See Francis*, 894 F.2d at 355 (suggesting that the cause
 23 and prejudice test is the appropriate test); *Murray v. Carrier*, 477 U.S. 478, 492 (1986)
 24 (cause and prejudice test applied to procedural defaults on appeal); *Hughes v. Idaho State*

1 *Bd. of Corrections*, 800 F.2d 905, 906–08 (9th Cir. 1986) (cause and prejudice test
 2 applied to *pro se* litigants).

3 *ii. BOP Administrative Procedures*

4 The BOP has established an Administrative Remedy Program “to allow an inmate
 5 to seek formal review of an issue relating to any aspect of his/her own confinement.” 28
 6 C.F.R. § 542.10(a). Before filing a formal administrative grievance, an inmate is to “first
 7 present an issue of concern informally to staff, and staff shall attempt to informally
 8 resolve the issue . . .” 28 C.F.R. § 542.13. A request for informal resolution is submitted
 9 using a BP–8 form. *See Nunez v. Duncan*, 591 F.3d 1217, 1219 (9th Cir. 2010).

10 The formal grievance system under the Administrative Remedy Program consists
 11 of three levels of review:

12 In the first level of review, an inmate files a formal Administrative Remedy
 13 Request written on a BP–9 form. The BP–9 form must be submitted to the Warden within
 14 20 calendar days following the date on which the basis for the request occurred. 28
 15 C.F.R. § 542.14(a); *see also Nunez*, 591 F.3d at 1219 (“The BP–8 and BP–9 are linked.
 16 Both forms involve a complaint arising out of the same incident, and both forms must be
 17 submitted within 20 calendar days of the date of that incident.”).

18 Second, if an inmate is dissatisfied with the Warden’s response, the inmate may
 19 submit an appeal on a BP–10 form to the appropriate Regional Director within 20
 20 calendar days of the date the Warden signed the response to the inmate’s Administrative
 21 Remedy Request. 28 C.F.R. § 542.15(a).

22 Third, “an inmate who is not satisfied with the Regional Director’s response may
 23 submit an Appeal on the appropriate form (BP–11) to the General Counsel within 30
 24 calendar days of the date the Regional Director signed the response.” 28 C.F.R. §
 25 542.15(a).

26 The deadlines contained within this process may be extended upon request by the
 27 inmate and a showing of a valid reason for delay. 28 C.F.R. § 542.15(a); 28 C.F.R. §
 28 542.14(b). An appeal is considered filed on the date it is logged in the Administrative

1 Remedy Index as received. 28 C.F.R. § 542.18. Once an appeal is filed, a Regional
2 Director shall respond within 30 days; General Counsel shall respond with 40 days. *Id.*
3 “If the inmate does not receive a response within the time allotted for reply, including
4 extension, the inmate may consider the absence of a response to be a denial at that level.”
5 *Id.*

6 Here, Petitioner admits that he did not attempt to file a grievance or seek an
7 administrative remedy, and Respondent notes that Petitioner has not submitted any
8 administrative remedy requests during his incarceration with the BOP. However, despite
9 Petitioner’s failure to utilize the formal grievance system, in light of the present habeas
10 petition, the BOP reviewed Petitioner’s case to determine whether Petitioner was entitled
11 to relief. (Doc. 15 at 5). The BOP considered the Petition as a request for retroactive
12 designation, but ultimately declined to exercise its authority to designate the Colorado jail
13 as the place for service of Petitioner’s federal sentence. (Doc. 16).

14 As the Ninth Circuit Court of Appeals has recognized:

15 the requirement of exhaustion of remedies [is to] aid judicial
16 review by allowing the appropriate development of a factual
17 record in an expert forum; conserve the court’s time because
18 of the possibility that the relief applied for may be granted at
the administrative level; and allow the administrative agency
an opportunity to correct errors occurring in the course of
administrative proceedings.

19 *Ruviwat v. Smith*, 701 F.2d 844, 845 (9th Cir. 1983). In the present case, the factual
20 record is adequately developed, and nothing in the record suggests that further
21 administrative review would result in any changes. While Petitioner failed to pursue the
22 BOP’s formal grievance system, the BOP considered Petitioner’s habeas Petition as a
23 request for retroactive designation and ultimately determined that Petitioner was not
24 entitled to relief. Thus, to require Petitioner to go back to the BOP to exhaust any
25 potential administrative remedies only to refile again in federal court would be a waste of
26 both agencies’ resources. Accordingly, the Court finds that Petitioner’s claim is
27 exhausted; however, even if the exhaustion is faulty, it shall be excused and the Court
28 will reach the merits.

1 c. Prior Custody Credit

2 Petitioner contends that the BOP incorrectly calculated his federal sentence by
 3 refusing to credit Petitioner the time that he spent in state custody. (Doc. 1 at 5–7).
 4 Petitioner requests that the time from August 26, 2011 (the date of his federal sentencing)
 5 to October 23, 2012 (the day he was released from his state sentence on parole) be
 6 credited to his federal sentence “as that would be consistent with the state court
 7 sentencing me concurrently.” *Id.* at 5. Petitioner states that while he agrees that he is not
 8 entitled to duplicate credit for pre-sentence time, he is “being denied the concurrent
 9 sentence ordered by the state court” because the BOP determined that his federal
 10 sentence did not commence until October 23, 2012. *Id.* at 7. Respondent contends that the
 11 BOP, in its discretion, can give effect to a state court’s order that a state sentence run
 12 concurrently with a federal sentence, but cannot be compelled to do so. (Doc. 15 at 7).
 13 Here, Respondent states that the BOP reviewed Petitioner’s § 2241 Petition as a request
 14 for retroactive designation, but ultimately decided not to designate the Colorado prison as
 15 the place for service of Petitioner’s federal sentence. (Doc. 16).

16 “[T]he Attorney General, through the BOP, has the responsibility for
 17 administering the sentence.” *United States v. Wilson*, 503 U.S. 329, 335 (1992). “[A]
 18 federal sentence cannot commence until a prisoner is sentenced in federal district court.”
 19 *Schleining v. Thomas*, 642 F.3d 1242, 1244 (9th Cir. 2011). Further, a federal sentence
 20 does not actually commence until “‘the date the defendant is received in custody awaiting
 21 transportation to, or arrives . . . at, the official detention facility at which the sentence is
 22 to be served,’ 18 U.S.C. § 3585, not when sentence is imposed.” *Taylor*, 164 F.3d at 445.
 23 In addition, a federal sentence does not commence upon pronouncement of the sentence
 24 while a state retains primary custody over a prisoner. *Id.* at 444, 447.

25 Here, Petitioner was transferred to BOP custody on July 14, 2010 pursuant to the
 26 writ of habeas corpus ad prosequendum, and was then returned to the custody of the state
 27 of Colorado following his sentencing in federal court. This temporary transfer of
 28 Petitioner to BOP’s custody for purposes of federal prosecution did not interrupt his

1 primary state custody. The case law is clear that a person transferred to federal detention
2 pursuant to a federal writ remains in state custody and not federal custody. *Thomas v.*
3 *Brewer*, 923 F.2d 1361, 1367 (9th Cir. 1991) (“When an accused is transferred pursuant
4 to a writ of habeas corpus ad prosequendum he is considered to be ‘on loan’ to the federal
5 authorities so that the sending state’s jurisdiction over the accused continues
6 uninterrupted.”). Thus, while Petitioner was “on loan” to the BOP, Petitioner remained
7 under the primary jurisdiction of the state of Colorado, and the earliest date that
8 Petitioner’s federal sentence could begin is October 23, 2012—the date that Petitioner
9 was released from his Colorado state sentence and transferred to USMS custody to begin
10 service of his federal sentence.

Pursuant to 18 U.S.C. § 3585(b), a defendant is only entitled to credit for time served prior to the commencement of his sentence if that time has not been credited against another sentence:

(b) Credit for prior custody.--A defendant shall be given credit toward the service of a term of imprisonment for any time he has spent in official detention prior to the date the sentence commences--

(1) as a result of the offense for which the sentence was imposed; or

(2) as a result of any other charge for which the defendant was arrested after the commission of the offense for which the sentence was imposed;

that has not been credited against another sentence.

In enacting this statute, “Congress made clear that a defendant could not receive a double credit for his detention time.” *Wilson*, 503 U.S. at 337. Here, the time that Petitioner seeks federal credit for has already been credited toward the satisfaction of his state sentence or spent in service of his state sentence. (Doc. 15 Ex. A at ¶ 10). Accordingly, Petitioner is not entitled to have this time applied toward the satisfaction of his federal sentence under 18 U.S.C. § 3585(b).

Finally, while the BOP may exercise its discretion to give effect to a state court judgment that a state sentence run concurrently with a federal sentence, there is no law

1 holding that the BOP is required to do so. *See Taylor v. Sawyer*, 284 F.3d 1143, 1151 (9th
 2 Cir. 2002) (“state courts are not constitutionally empowered to control punishment for
 3 federal crimes”), *abrogation on other grounds recognized by Eccleston v. U.S.*, 585
 4 Fed.Appx. 702 (9th Cir. 2014); *Barden v. Keohane*, 921 F.2d 476, n. 4 (3rd Cir. 1990)
 5 (“We recognize that neither the federal courts nor the Bureau are bound in any way by
 6 the state court’s direction that the state and federal sentences run concurrently”);
 7 *McCarthy v. Doe*, 146 F.3d 118, 121 (2d Cir. 1998) (“the state court’s intent is not
 8 binding on federal authorities.”). Pursuant to 18 U.S.C. § 3621(b):

9 The Bureau of Prisons shall designate the place of the
 10 prisoner’s imprisonment. The Bureau *may* designate any
 11 available penal or correctional facility that meets minimum
 12 standards of health and habitability established by the Bureau,
 13 whether maintained by the Federal Government or otherwise
 14 and whether within or without the judicial district in which
 15 the person was convicted . . .

16 (emphasis added); *see also Barden*, 921 F.2d at 483 (“The Bureau has wide discretion to
 17 designate the place of confinement for purposes of serving federal sentences of
 18 imprisonment.”). Here, Petitioner asks the Court to compel the BOP to designate the
 19 Colorado state prison as a place of federal confinement so that Petitioner can receive
 20 credit toward his federal sentence for the time that he spent in state prison following his
 21 sentencing in federal court through the date that Petitioner was released from his state
 22 sentence and transferred to the custody of the USMS to begin serving his federal
 23 sentence. Petitioner argues that this would give effect to the state court’s order that
 24 Petitioner’s state sentence was to run concurrent with his federal sentence. However, the
 25 Court cannot compel the BOP to designate a particular facility for service of Petitioner’s
 26 federal sentence. “[S]uch a designation by the BOP is plainly and unmistakably within
 27 the BOP’s discretion.” *Taylor*, 284 F.3d at 1149. And, “a state judge’s imposition of a
 28 concurrent sentence is nothing more than a recommendation to federal officials that [they]
 29 are free to disregard.” *Id.* at 1152 (*citing Del Guzzi v. U.S.*, 980 F.2d 1269, 1272–
 30 73 (9th Cir. 1992) (Norris, J. concurring)). Further, the BOP has already considered
 31 Petitioner’s § 2241 Petition as a request for retroactive designation, and ultimately

1 declined to exercise its authority to designate the Colorado facility as the place for service
2 of Petitioner's federal sentence. Thus, the BOP having already considered Petitioner's
3 request, there is no further relief that this Court may grant.

4 d. Conclusion

5 In light of the foregoing, the Court finds that Petitioner has been properly credited
6 for all time served. Therefore, the undersigned recommends that the Petition (Doc. 1) be
7 denied.

8 Finally, "the plain language of [28 U.S.C.] §2253(c)(1) does not require a
9 petitioner to obtain a [certificate of appealability] in order to appeal the denial of a §2241
10 petition." *Harrison v. Ollison*, 519 F.3d 952, 958 (9th Cir. 2008). "Nor is there any other
11 statutory basis for imposing a [certificate of appealability] requirement on legitimate
12 §2241 petitions. Although state prisoners proceeding under §2241 must obtain a
13 [certificate of appealability], *see* §2253(c)(1)(A), there is no parallel requirement for
14 federal prisoners." *Id.* Accordingly, because Petitioner is a federal prisoner bringing a
15 legitimate §2241 petition, a certificate of appealability is not required.

16 **III. RECOMMENDATION**

17 For the reasons delineated above, the Magistrate Judge recommends that the
18 District Judge enter an order:

19 (1) **SUBSTITUTING** J.T. Shartle, Warden, as Respondent for Craig Apker
20 pursuant to Rule 25(d) of the Federal Rules of Civil Procedure and Rule 43(c)(2) of the
21 Federal Rules of Appellate Procedure; and

22 (2) **DENYING** Petitioner's Petition under 28 U.S.C. § 2241 for a Writ of
23 Habeas Corpus. (Doc. 1).

24 Pursuant to 28 U.S.C. § 636(b) and Rule 72(b)(2) of the Federal Rules of Civil
25 Procedure, any party may serve and file written objections within fourteen (14) days after
26 being served with a copy of this Report and Recommendation. A party may respond to
27 another party's objections within fourteen (14) days after being served with a copy. Fed.
28 R. Civ. P. 72(b)(2). No replies shall be filed unless leave is granted from the District

1 Court. If objections are filed, the parties should use the following case number: **CV-13-**
2 **720-TUC-JAS**

3 Failure to file timely objections to any factual or legal determination of the
4 Magistrate Judge may result in waiver of the right of review. The Clerk of the Court shall
5 send a copy of this Report and Recommendation to all parties.

6 Dated this 20th day of May, 2016.
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10 Eric J. Markovich
11 United States Magistrate Judge
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